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The Canada-United States Permanent Joint Board on Defence

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Defence shall be set up at once by the two countries.

"This Permanent Joint Board on Defence shall commence immediate studies relating to sea, land and air problems including personnel and material. It will consider in the broad sense the defence of the north half of the Western hemisphere.

"The Permanent Joint Board on Defence will consist of four or five members from each country, most of them from the services. It will meet shortly."

Issued with unique informality, this press release was the basis for the establishment of the Canada-United States Permanent Joint Board on Defence (PJBD). The text was published in the *Canada Treaty Series* and passed as an Order-in-Council, while in the United States the *Ogdensburg Declaration* was viewed as an executive agreement that did not require ratification by the Senate. Public reaction in both countries was favourable. Canada and the United States had, in fact, advanced from a position of friendly defence co-operation to one of positive alliance.

Wartime work of the Board

The first meeting of the Board took place in Ottawa on August 26, 1940, when seven recommendations were passed, more than a fifth of all the Board's recommendations for the entire war. This was possible because a backlog of urgent problems had already received some joint bilateral consideration. During the remainder of the year the Board met every month, generally alternating sites between Canada and the United States. The first meeting in Ottawa was followed by one in Washington with other meetings held at the sites of proposed defence projects. Later in the war the Board usually met alternately in Montreal and New York. There was no fixed schedule adhered to as the Board met as often as required. During 1941, there were only eight meetings, but in 1942, with the United States in the war, the number of meetings increased to 11. There were seven meetings in 1943, five in 1944 and 1945 and since then an average of three a year.

The bulk of the Board's work during the war was concerned with the defence of the coastal regions of the northern half of North America; but the 33 recommendations passed in this period also dealt with the exchange of information, the allocation and flow of material resources, the co-ordination of aviation training and the disposition of defence facilities. The recommendations were approved entirely in many cases by both governments although some were overtaken by events.

During the war, the military members of the Board also prepared two basic defence plans. The first dealt with a situation in which Britain had lost naval control of the North Atlantic and envisaged the defence of North America being conducted under the "strategic direction" of the United States. The second provided for the co-ordination of this defence by "mutual co-operation" once the United States had become actively involved in the war.

After the United States entered the war, some of the Board's functions were taken over by the defence departments of each government. It continued, however, to be a useful forum for the informal discussion of ideas before any formal approach was made, for negotiating defence matters in a setting where both military and diplomatic viewpoints were needed, for exchanging information, for hastening executive action, following up on decisions already taken and ensuring that important projects were not set aside in the press of routine departmental business. The valuable work done by the Board during the war convinced both governments that it could play a useful role in the postwar period. On February 12, 1947, Canada and the United States issued a joint statement to the effect that military co-operation between them would continue through the Permanent Joint Board on Defence.

Organizational structure

The organization of the Board has not altered substantially since its inception. From the outset, the Board has been composed of two national sections. Each country is represented by a chairman, and by a senior representative of each of the three military services and the U.S. Department of State and the Canadian Department of External Affairs. In addition, the State Department and External Affairs each provide an official to act as secretary for their respective sections. The military services of each country also provide assistant Board members from each of the three military services. Both the diplomatic and the military members of the Board as well as the secretaries of each section hold other routine responsibilities in their home departments. Between meetings, therefore, they are in touch daily with the problems the Board is considering and with the policies of their governments on those problems.

For many years it was customary for representatives of the Canadian Departments of Transport, and Industry, Trade and Commerce to attend meetings of the Board in an advisory capacity because of the close association of those departments with matters frequently under discussion. Since 1976 however, while the Department of Transport

has not been represented, the attendance of Industry, Trade and Commerce has continued.

The Prime Minister of Canada appoints the Canadian chairman of the Board and the U.S. chairman is appointed by the President of the United States. The chairmen report on the proceedings of each Board meeting directly to the Prime Minister and the President, respectively. The chairmen of both sections are distinguished citizens who have never had departmental or military responsibilities concurrent with their terms of chairmanship.

The Board has no direct relationship to the North Atlantic Treaty Organization (NATO) nor to the United Nations system or to other Western hemisphere regional bodies (Inter-American Defence Board, Organization of American States, Joint U.S., Mexican and Brazilian Defence Commissions).

The Board now generally meets in February in the United States, in June in Canada, and in October alternately in the United States and Canada. The meetings are hosted by the U.S. and Canadian Armed Forces at military bases chosen by the host country and approved by the Board.

Advisory body

The Permanent Joint Board on Defence was designed to act in an advisory rather than an executive capacity. While it has no executive powers, its deliberations clearly influence the course of events on the substantive matters which it considers partly through the reports the respective national chairmen submit to the Prime Minister and the President after each meeting.

Business is conducted informally at Board meetings with no voting procedure used. Defence problems are considered and discussed until general agreement is reached. Problems for discussion may be initiated by the Board itself or by an agency of either government referring the matter to the PJBD through a member for consideration.

As the Board is composed of both military and diplomatic representatives of each country, it is able to discuss those Canada-U.S. defence problems that have political and economic implications. Such issues can be discussed frankly in an atmosphere of mutual confidence and understanding. Over the years, the Board has considered a broad range of economic questions including the many positive features of the Canada-U.S. defence development and defence production sharing arrangements whose long term goal is to ensure a rough balance in defence trade between the two countries.

The Board's deliberations have often provided the basis for formal bilateral agreements. Practically all the important joint defence projects undertaken by the two governments

since 1940, including the North American Air Defence Command — now North American Aerospace Defence Command (NORAD) — have originated in discussions of the Board. Many successfully concluded defence agreements would have been more difficult had not the PJBD smoothed the way for subsequent negotiations at the diplomatic level.

Changed role

Since the early 1950s, the Board has gradually assumed a somewhat different role, partly because of the changing nature of the task and partly because of the emergence of other bilateral consultative bodies in the defence field such as the Military Co-operation Committee, established in 1946, and the Senior Policy Committee on the Canada-United States Defence Production and Development Sharing Program, formed in 1958. The PJBD has come to complement these other channels by continuing to provide a forum for both the formal and informal exchange of views on the entire range of North American defence issues, a vehicle for the solution of problems proving troublesome at the level of officials and a means for expediting action on priority items through the special access of the chairmen to their respective heads of government.

The emergence of the Soviet threat to Western Europe in the late 1940s, and the creation of NATO in 1949, brought Canada and the United States into a multilateral alliance for the first time in peacetime. While actively supporting this defensive alliance, the two countries continued to provide for the defence of North America on a bilateral basis. As the threat to North America became more direct, with the development by the Soviet Union of bomber aircraft of intercontinental range and later of long-range missiles, the PJBD was closely involved in the planning of the three radar lines (the Pinetree Line, the Mid-Canada Line, and the Distant Early Warning Line) successively constructed across the continent at increasingly northern latitudes to give warning of bomber attack across the Arctic. Its role was more indirect in the construction by the United States of the Ballistic Missile Early Warning System, with sites in Alaska, Greenland, and the United Kingdom, in the establishment of NORAD in 1958 and in the resolution, during 1963, of the troublesome problem of nuclear warheads for Canadian weapons systems.

In recent years, the Board has found its most useful role in assuring that the medium- and long-range plans of the two governments for the defence of North America are formulated in full knowledge of, and in harmony with, the other's plans and

thinking. Because of the Board's work in this area, consultations between the two governments on defence matters, whether in times of peace or crisis, may be undertaken on the firm basis of each country's full understanding of the other's position.

Future prospects

The mixed military and diplomatic membership of the Board, the prestige and experience it has acquired over the years and the flexibility of its procedures give it unique qualifications for dealing with the sensitive and complex problems that arise under modern conditions in connection with North American defence. The Board can be expected to continue to make an important and valuable contribution in future to the maintenance of mutually-beneficial relations between Canada and the United States.